

Message Text

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FM AMEMBASSY NDJAMENA

TO SECSTATE WASHDC 0000

INFO AMEMBASSY ABIDJAN

AMEMBASSY LAGOS

AMEMBASSY NIAMEY

AMEMBASSY PARIS

AMEMBASSY ROME

AMEMBASSY YAOUNDE

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AFDROUGHT

E O 11652: NA

SUBJ: MONITORING DISTRIBUTION USG CONTRIBUTIONS CHAD

REF: A) STATE 178721 (NOTAL); B) NDJAMENA 2308 (NOTAL)

1. BEGIN SUMMARY. EMBASSY HAS GIVEN CONSIDERABLE THOUGHT TO QUESTION OF A DISTRIBUTION MONITORING SYSTEM WHICH WOULD MEET AID/W REQUIREMENTS AND WOULD BE TOUGH PRACTICAL AND ACCEPTABLE TO GOC. (VISIT OF RFFPO G. PROUTY HAS BEEN MOST USEFUL IN THIS REGARD.) GOC DROUGHT COORDINATOR DJONOUA HAS BEEN GIVEN COPIES IN FRENCH AND ENGLISH OF TA/TR AGREEMENT WHICH PROVIDES FOR MONITORING AND HAS PROMISED FULL ACCESS TO DOCUMENTATION AND GOC COOPERATION. REPORTS WILL BE POUCHED THIS WEEK GIVING AS COMPLETE INFORMATION AS OBTAINABLE ON US SORGHUM AND OTHER COMMODITIES DISTRIBUTED TO DATE. NDJAMENA STOCKS US SORGHUM PRESENTLY ALMOST NIL. (200 MT A/O 9/01). PROPOSALS FOR MONITORING DISTRIBUTION AIRLIFTED GRAIN CONTAINED REFTEL ARE OPTIMUM
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PRACTICAL AND OBTAINABLE. VOLAG PARTICIPATION AIRLIFT MONITORING NOT FEASIBLE. OUR ATTENTION NOW SHOULD BE DIRECTED MUCH MORE DIFFICULT TASK MONITORING DISTRIBUTION OF US COMMODITIES WHICH WILL SHORTLY BE ARRIVING BY SURFACE AS RAINS TAPER OFF.

COORDINATED APPROACH TO GOC BY ALL MAJOR DONORS WOULD SEEM DESIRABLE, AND SHOULD BE INCLUDED IN PREPARATIONS FOR MULTI-DONOR MISSION. END SUMMARY.

2. BACKGROUND: ANY PROPOSED MONITORING SYSTEM MUST REFLECT REALITIES CHADIAN SITUATION. FACT THAT PRINCIPAL US CONTRIBUTION CONSISTS SORGHUM PROVIDES CERTAIN ADVANTAGE, IN THAT RICE AND MILLET ARE THE PREFERRED GRAINS IN CHAD, AND MORE AFFLUENT AND INFLUENTIAL CHADIANS LIKELY CONCENTRATE THEIR ATTENTION UPON ASSURING PERSONAL SUPPLIES THESE TWO COMMODITIES. SORGHUM COMPLETELY ACCEPTABLE, OF COURSE, TO THOSE IN NEED AND TO THOSE WHO CANNOT AFFORD PREFERRED CEREALS. THE SALE OF HALF THE SORGHUM, LARGELY IN NDJAMENA, WHILE PROBABLY SUBJECT TO CERTAIN AMOUNT ABUSE, CAN BE RELATIVELY EASILY ASSESSED. DISTRIBUTION TO REMOTE AREAS OF COUNTRY OF SORGHUM WHICH MUST TRANSIT NDJAMENA PRESENT THE GREATEST PROBLEM. UNFORTUNATELY LARGE PART OF AREAS MOST IN NEED COINCIDE WITH POLITICALLY UNSTABLE AREAS. EVEN DAILY PRESS BULLETIN INFO-TCHAD ADMITS, (SEPT 6) THAT TRUCKERS DEMAND ARMED ESCORTS IN MANY AREAS OF COUNTRY. ON OTHER HAND, ONCE GRAIN ACTUALLY REACHES REMOTE AREAS SAME TRANSPORTATION AND SECURITY DIFFICULTIES MAKE IT UNLIKELY THAT IT WILL BE ILLEGALLY RETURNED. DEGREE OF CONTROL OF CENTRAL GOVERNMENT OVER LOCAL GOVERNMENTAL AND, PARTICULARLY, TRADITIONAL LEADERS VARIES CONSIDERABLY FROM AREA TO AREA, BUT IN NUMBER AREAS WHERE NEED GREATEST AUTHORITY CENTRAL GOVERNMENT IS LEAST. THUS EVEN PRESUMING BEST WILL IN WORLD ON PART GOC, ADMINISTRATIVE INEFFICIENCIES AND POLITICAL REALITIES EFFECTIVELY LIMIT ITS AUTHORITY OVER DISTRIBUTION PROGRAMS IN MANY AREAS.

3. ROLE OF VOLUNTARY AGENCIES:

A. SUMMARY: WE HAVE DISCUSSED PROBLEM DISTRIBUTION AND MONITORING AT LENGTH WITH CARE, MENNONITES, UNICEF, NORSECOURS, AND OTHERS. SHOULD BE NOTED THAT THESE AGENCIES, IN EFFECT, HAVE GOC MANDATES SEPARATE FROM AND SOMEWHAT INDEPENDENT OF GOC DROUGHT COMMITTEE HEADED BY MINISTER DJONOUA, AND THAT VOLAGS CONCERNED WITH RELATIVELY LIMITED QUANTITIES RELIEF SUPPLIES. VOLAGS AT PRESENT NEITHER PARTICULARLY INTERESTED NOR ABLE MONITOR SIGNIFICANTLY LARGER PROGRAM WHICH BEING ADMINISTERED BY GOC ITSELF. SOME, SUCH AS CARE AND MENNONITES, WILLING CONSIDER LIMITED OFFICIAL USE
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DISTRIBUTING USG SORGHUMS AS PART THEIR OWN PROGRAM IF USG WILLING PAY ADMINISTRATIVE EXPENSES. WHILE IT UNLIKELY THAT GOC WOULD BE WILLING PERMIT EXTENSIVE TRANSFER RESPONSIBILITY FOR DISTRIBUTION TO VOLAGS, THIS MAY OFFER POSSIBILITY FOR LIMITED QUANTITIES OF FUTURE DONATIONS. SECOND FACTOR, HOWEVER, IS THAT VOLAGS HAVE CONCENTRATED TO DATE IN KANEM PROVINCE, WHICH ONLY PRINCIPAL AREA OF NEED WHICH BOTH SECURE AND ACCESSIBLE BY ROAD OR TRUCK DURING RAINS. IT DOUBTFUL THAT KANEM PROVINCE WILL NEED COMMODITIES GREATLY IN ADDITION TO WHAT VOLAGS ALREADY HAVE PLANNED. PRINCIPAL VOLAGS:

B. MENNONITES HAVE TIGHTLY CONTROLLED DISTRIBUTION SYSTEM WHICH USES LONG ESTABLISHED ASSETS OF MISSIONS EVANGELIQUE UNIS (MEU)

INCLUDING MISSION AVIATION FELLOWSHIP SMALL AIRCRAFT. STOCKS MOVED IN OWN OR LEASED VEHICLES AND CONSIGNED TO MISSION UNITS IN FIELD. AT FIELD SITES LOCAL MISSIONS AND PREFECT AUTHORITIES COLLABORATE ON DISTRIBUTION. MENNONITES SUBMIT THEIR DISTRIBUTION PLANS TO GOC DROUGHT COORDINATOR DJONOUA WHO TO DATE HAS APPROVED THEM PROMPTLY, WHICH MENNONITES ATTRIBUTE TO EXISTENCE MEU UMBRELLA AGREEMENT.

C. CARE HAS NOT YET BEGUN FULL SCALE OPERATIONS BUT HAS MADE GOOD PROGRESS PLANNING CONTROLLED DISTRIBUTION.

D. NORSECOURS EXPECTS PROVIDE FIVE TEN TON TRUCKS (BUT NO COMMODITIES) WITH NORWEGIAN DRIVERS WHO WILL MAKE DIRECT DISTRIBUTION IN FIELD, PERHAPS WORKING WITH MENNONITES.

E. UNICEF HAS RECEIVED ONLY LIMITED COMMODITIES AND DISTRIBUTION STILL IN PLANNING STAGE (SEE NDJAMENA 2501).

4. AIRLIFT MONITORING: GOC DROUGHT COORDINATOR APPEARS TO CONCUR FULLY WITH USG INFORMATION NEEDS IN PRINCIPAL AS OUTLINED BY VISITING RFFPO PROUTY AND PROMISED FULL COOPERATION MONITORING PROGRAM. DJONOUA AND OTHER GOC AUTHORITIES, HOWEVER, VERY SENSITIVE ABOUT TRAVEL UNAUTHORIZED PERSONS NORTHERN AND CENTRAL AREAS COUNTRY ON AIRLIFT PLANES, PARTICULARLY AS PLANES WILL BE FLYING FROM NIGERIA DIRECTLY TO REMOTE AREAS CHAD WHERE PHYSICAL SECURITY AREAS ADJACENT TO DISTRIBUTION POINTS SOMETIMES DUBIOUS. DJONOUA STATED IN SEPT 6 MEETINGS THAT REPS VOLAGS AND UN AGENCIES WOULD NOT REPEAT NOT BE AUTHORIZED ACCOMPANY FLIGHTS. (EMB HOPES BE ABLE OBTAIN RECONSIDERATION THIS POSITION AT LEAST FOR REPS FAO, WFP, AND SIMILAR). PERSONS ACCOMPANYING FLIGHTS WILL BE LIMITED TO AMERICAN EMBASSY COMMUNITY AND PEACE CORPS VOLUNTEERS SERVING AS INTERPRETORS FOR AIR FORCE CREWS. AS EXCEPTION, HOWEVER, DJONOUA DID AGREE THAT AID CONTRACT LIMITED OFFICIAL USE
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MONITOR GLATTE MAY BOTH PARTICIPATE IN FLIGHTS AND REMAIN AT DISTRIBUTION POINTS ONE OR TWO DAYS AS NECESSARY (RETURNING ON SUBSEQUENT AIRLIFT FLIGHTS) FOR PURPOSE INSPECTION DISTRIBUTION PROCESS. (SEE REFTEL) EMB CONSIDERS THIS PROCEDURE SHOULD GIVE ADEQUATE ASSESSMENT UTILIZATION AIRLIFT DELIVERIES AND THAT IT REPRESENTS BEST OBTAINABLE MONITORING METHOD FOR AIRLIFT.

5. MONITORING FUTURE SURFACE DELIVERIES: WILL REQUIRE SOME TIME TO DETERMINE WHETHER DJONOUA WILLINGNESS IN PRINCIPAL MAKE AVAILABLE TO EMB ALL DISTRIBUTION RECORDS WILL BE EFFECTIVELY HONORED IN PRACTICE BY MANY SUBSIDIARY AND LOCAL ORGANIZATIONS INVOLVED DISTRIBUTION PROCESS. SOME LOOSENING UP ALREADY APPARENT IN NDJAMENA. ONCE EMB SATISFIED ACCESS TO LOCAL RECORDS SUFFICIENT FOR OUR PURPOSES, WILL GRADUALLY ATTEMPT TO WORK OUT OCCASIONAL FIELD SPOT CHECKS, AFTER CONCLUSION AIRLIFT, POLITICAL AND TRANSPORTATION CONDITIONS PERMITTING. PROBLEM SHOULD BE OF CONCERN, OF COURSE, TO ALL DONORS, AND COORDINATED APPROACH, PARTICULARLY AT TIME PREPARATIONS BEING MADE FOR A NEW MULTI-DONOR MISSION, SHOULD BE STRONGLY ENCOURAGED.

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